State of Iowa - Return on Investment Program / IT Project Evaluation

SECTION 1: PROPOSAL

Project Name: Iowa Board of Parole
Computer Technology   Date: October 16,2000

Agency Point of Contact for Project: Clarence Key, Jr., Executive Director 420 Watson Powell Jr., Way, Des Moines, Iowa 50309_____

Agency Point of Contact Phone Number / E-mail: 515-242-5752/clarence.key@ibop.state.ia.us

Executive Sponsor (Agency Director or Designee) Signature: _____

Is this project necessary for compliance with a Federal standard, initiative, or statute? (If "Yes," cite specific requirement, attach copy of requirement, and explain in Proposal Summary)	No
Is this project required by State statute? (If "Yes," explain in Proposal Summary)	Yes
Does this project meet a health, safety or security requirement? (If "Yes," explain in Proposal Summary)	No
Is this project necessary for compliance with an enterprise technology standard? (If "Yes," explain in Proposal Summary)	No
Does this project contribute to meeting a strategic goal of government? (If "Yes," explain in Proposal Summary)	Yes
Is this a "research and development" project? (If "Yes," explain in Proposal Summary)	Yes

PROPOSAL SUMMARY:

In written detail, explain why the project is being undertaken and the results that are expected. This includes, but is not limited to, the following:

1. **A pre-project (before implementation) and a post-project (after implementation) description of the system or process that will be impacted**.

   Response:

   A. <u>Pre-project</u> - The backdrop against which this project is set is a prison system whose population rose from 3,842 to 7,231 in the 1990's. As this 88 percent rise was occurring, paroles increased from 1,779 to 3,114, or 75 percent, but most of this increase occurred between FY98 and FY99. While parole accounted for 54

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percent of all releases in FY92, it accounted for just 34 percent in FY99 (during which time releases due to sentence expiration increased from under 6 percent to almost 17 percent). Even though the average time served until parole has dropped 12.8 percent since FY90, this drop appears to be due to more inmates committed for misdemeanors and Class D (five year) felonies.

There have also been changes in the *nature* of the prison population. Prior to FY93, there were so few "chemical" offenders (drugs and alcohol) in the population that the DOC did not isolate them as a group in monthly population reports. Since including them in FY93, however, the Department has reported an increase from 898 such inmates to 1,933 at the end of FY99. Most of this rise in admissions occurred *prior to* the recent surge in methamphetamine use in Iowa. In FY99, while the number of property offenders imprisoned was dropping, persons offenders rose only 0.5 percent and chemical offenders increased seven percent. One suspects, then, that this rise in drug and alcohol-related admissions will continue.

These changes have made it particularly difficult for the Board of Parole to keep the size of the prison population in check. While there has been increasing conservatism on the Board (and within society) pertaining to early release of prison inmates, there is also genuine interest on the Board in identifying additional groups of offenders who may be *safely* released from prison. Part of the reason for this interest is simple economics. Iowa has added approximately 2,800 prison beds since 1989, but at the end of FY 1999 the count still stood at 127% of capacity. A CJJP analysis of population trends in late 1999 suggested that, if current trends continue, Iowa's prison population will stand at 11,600 by the end of FY2009. If the State is to reduce this figure – thereby saving millions of dollars – the Board of Parole surely must be part of the solution.

That the prison population has continued to rise as reported crime rates have leveled off or have begun to drop suggests that the size of the prison population is dictated as much by public policy as by the volume of crime. Thus, one objective of this research is to *inform* policy development in the Board of Parole through analysis of past Board decision-making and practices, facilitating modification of policies, if the Board so chooses.

The current proposal requests funds to help integrate the two activities noted above and ultimately perpetuate a research presence in the Board of Parole. It will address the following problems:
- The new computer system has not yet progressed to the point where the Board is receiving all necessary relevant information
- Development of the new system has not yet generated all the information to Board prefers to use in its annual report to the Governor.
- Linkages between the Board's computer system and the new Justice System Data Warehouse have not yet been established.

B. <u>Post- Project</u> - During FY00 and FY01 the Board of Parole has received federal funds for parole research to facilitate and improve board decision-making. This research has permitted the Board to contract with the Department of Human Rights, Division of Criminal and Juvenile Justice Planning, to conduct recidivism research on those released from Iowa prisons, begin a redesign of the Board's annual report, and to analyze past board decision-making.

During this time the Board has also abandoned its antiquated (AS-400) computer system, contracting with Solutech to design a new system. Data from the old system have been loaded onto the new one to eventually permit much more efficient and precise use of the wealth of data in parole board files.

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In addressing these problems, this project will permit the Board (and ultimately, the Department of Corrections) to make more effective use of state resources by permitting analyses of release practices, offender recidivism, and current and past Board decision-making. This will involve examination of existing Parole Board data files, the development of new files and linkages, the stimulation of new data collection,

and development of feedback mechanisms to assist the Board in fulfilling its obligation to protect society while not incarcerating inmates who present little threat. Ultimately it will lead to increased public protection by improving Parole Board decision-making.

The basic problem to which this application responds is an Iowa prison population which has risen steadily over the past twenty years. During that time the State has added prison beds, has established OWI facilities to divert drunken drivers from prison and provide meaningful treatment, has developed violator programs to assist in diverting those at risk for revocation, has expanded work release capacity, has formulated new in-prison and community-based treatment programs, and has developed new policies to reduce the number of probation revocations. Yet the prison population remains well over capacity. Annual decreases in the prison population have occurred only twice in the last two decades.

As the prison population has risen, however, little has changed within the Board of Parole to assist in addressing the increasing number of inmates eligible for parole. While the Board has taken steps to maximize use of its resources by using the Iowa Communications Network for hearings and has been permitted to consider paroles in panels (rather than the entire Board), until FY99 the number of paroles granted annually has varied little. This lack of change may be due to several factors, including increasing public pressure to "get tough on crime," a reluctance to release inmates who have previously failed in the community, increasing drug abuse among offenders, or a general "hardening" of the prison population. It is only within the past year, with the start of the research this application supports, that the Board began understanding *why* paroling activity has changed so little.

The activities proposed in this application include the following:

- Examination of current Board data resources to identify their potential for research
- Development of software to generate reports for the Board to use in identifying suitable candidates for parole
- Development of software to generate data for the Board's annual report
- Collection of data permitting analysis of past Board practices and offender recidivism
- Analysis of factors associated with recidivism
- Identification of groups in the prison population who may be candidates for either early or delayed release

2. **A summary of the extent to which the project provides tangible and intangible benefits to either Iowa citizens or to State government. Included would be such items as qualifying for additional matching funds, improving the quality of life, reducing the government hassle factor, providing enhanced services, improving work processes, complying with enterprise technology standards, meeting a strategic goal, avoiding the loss of matching funds, avoiding program penalties/sanctions or interest charges, avoiding risks to health/security/safety, complying with federal or state laws, etc.**

Response:

The Iowa State Board of Parole is requesting $40,000 to continue to maintain and expand its computer technology and proficiency in tracking offenders in Iowa's penal system. The funding would enable the Board to continuing tracking offender institutional progress with regard to treatment programs and other factors relevant to a safe release into society.

3. **A summary that identifies the project stakeholders and how they are impacted by the project.**

   Response:

   The stakeholders are the citizens of Iowa, the Legislature and the Iowa Department of Corrections and other criminal justice and law enforcement professionals.

   Each stakeholder will benefit from this project by the improved parole decision-making process, this funding will provide. The long-term benefits are the continued strengthening of the public's safety.

SECTION 2: PROJECT PLAN

Individual project plans will vary depending upon the size and complexity of the project. A project plan includes the following information:

1. Agency Information
Project Executive Sponsor Responsibilities: Identify, in Section I, the executive who is the sponsor of the project. The sponsor must have the authority to ensure that adequate resources are available for the entire project, that there is commitment and support for the project, and that the organization will achieve successful project implementation.

Response: See Section 1.

Organization Skills: Identify the skills that are necessary for successful project implementation. Identify which of these skills are available within the agency and the source(s) and acquisition plan for the skills that are lacking.

Response:

A. Iowa Board of Parole Management – skills available within agency
B. The Division of Criminal and Juvenile Justice Planning – research expertise
C. Solutech- hardware and software technicians

2. Project Information
Mission, Goals, Objectives: The project plan should clearly demonstrate that the project has developed from an idea to a detailed plan of action. The project plan must link the project to an agency's mission, goals, and objectives and define project objectives and how they will be reached. The project plan should include the following:

A. Expectations: A description of the purpose or reason that the effort is being undertaken and the results that are anticipated.

Response:

To upgrade and improve our systems to conform with current requirements by:

- Examination of current Board data resources to identify their potential for research
- Development of software to generate reports for the Board to use in identifying suitable candidates for parole
- Development of software to generate data for the Board's annual report
- Collection of data permitting analysis of past Board practices and offender recidivism
- Analysis of factors associated with recidivism
- Identification of groups in the prison population who may be candidates for either early or delayed release
- Reduce recidivism by 50% in first full year after implementation.

B. **Measures:** a description of the set of beliefs, tradeoffs and philosophies that govern the results of the project and their attainment. How is the project to be judged or valued? What criteria will be used to determine if the project is successful? What happens if the project fails?

Response:

See Section 2.2 A

C. **Environment:** Who will provide input (e.g., businesses, other agencies, citizens) into the development of the solution? Are others creating similar or related projects? Are there cooperation opportunities?

Response:

See Section 2.1A.

D. **Project Management and Risk Mitigation:** A description of how you plan to manage the project budget, project scope, vendors, contracts and business process change (if applicable). Describe how you plan to mitigate project risk.

Response:

The Executive Director possesses a year's experience in managing the staff of the Board of Parole, a year managing a contract with CJJP to perform parole-related research, and over 25 years of experience in the criminal justice system. He is adept at bringing disparate groups together in problem solving but does not have the research or software-related experience necessary to complete this project without outside assistance. It is anticipated that the Executive Director will effect contracts with Solutech and CJJP to complete the software and research components of this project. The collaborative effort of the three agencies working on this project, it is anticipated that project risk or failure will be minimized.

E. **Security / Data Integrity / Data Accuracy / Information Privacy:** A description of the security requirements of the project? How will these requirements be integrated into the project and tested. What measures will be taken to insure data integrity, data accuracy and information privacy?

Response:

The security applications that are currently in place for Iowa State of Parole Board Data will also be used for any other data generated as a result of this project.

3. Current Technology Environment (Describe the following):

A. Software (Client Side / Server Side / Midrange / Mainframe)

- **Application software**
- **Operating system software**
- **Interfaces to other systems: Identify important or major interfaces to internal and external systems**

Response:

Application Software:
        Microsoft Office
        Microsoft Office 2000
        Visual Basic Application
        Crystal Reports
        SNA Software

Operating System Software:
        Windows NT 4.0

Interfaces:
        Microsoft Outlook
        Internet Browser and access
        Department of Corrections Iconlite
        Department of Corrections Mainframe
        Department of Corrections C.B.C. Information System (ICBC)
        File Transfer Protocol (FTP)

B. Hardware (Client Side / Server Side / Mid-range / Mainframe):

- **Platform, operating system, storage and physical environmental requirements.**
- **Connectivity and Bandwidth: If applicable, describe logical and physical connectivity.**
- **Interfaces to other systems: Identify important or major interfaces to internal and external systems.**

Response:

Client Hardware / Operating system:
        18 HP Personal Computers / Windows NT

Major importance: Server Hardware / Operating system(s):
        2 - HP Netservers / NT Server / SQL Server / 32 Gigabytes storage.

Major importance: Department of Corrections Mainframe / 3270 Emulation and FTP

Connectivity & Bandwith - LAN to 10 MB port on ICN Router – shared with Department of Corrections.

Operating Environement – Standard office environment.

4. **Proposed Environment (Describe the following):**

A. **Software (Client Side / Server side / Mid-range / Mainframe)**

- **Application software.**
- **Operating system software.**
- **Interfaces to other systems: Identify important or major interfaces to internal and external systems.**
- **General parameters if specific parameters are unknown or to be determined.**

Response:

Unknown

B. **Hardware (Client Side / Server Side / Mid-range / Mainframe)**

- **Platform, operating system, storage and physical environmental requirements.**
- **Connectivity and Bandwidth: If applicable, describe logical and physical connectivity.**
- **Interfaces to other systems: Identify important or major interfaces to internal and external systems.**
- **General parameters if specific parameters are unknown or to be determined.**

Response:

New system(s) to operate in the current environment with compatibility to existing software.

Data Elements: If the project creates a new database the project plan should include the specific software involved and a general description of the data elements.

Response:

To be developed.

Project Schedule: A schedule that includes: time lines, resources, tasks, checkpoints, deliverables and responsible parties.

Response:

Currently under negotiation by the parties involved:
        Iowa Board of Parole Management – skills available within agency
        The Division of Criminal and Juvenile Justice Planning – research expertise
        Solutech- hardware and software technicians

SECTION 3: Return On Investment (ROI) Financial Analysis

Project Budget:

Provide the estimated project cost by expense category.

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Personnel ................................ $ 19,884
Software .................................. $_____
Hardware ................................. $_____
Training .................................. $_____
Facilities ................................. $_____
Professional Services ............. $ 20,000
Supplies ................................. $    156
Other (Specify) ..................... $_____
                  Total .................. $ 40,000
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Project Funding:

Provide the estimated project cost by funding source.

State Funds $40,000	 100	**% of total cost**
Federal Funds .... $_____	.... _____	**% of total cost**
Local Gov. Funds .... $_____	.... _____	**% of total cost**
Private Funds .... $_____	.... _____	**% of total cost**
Other Funds (Specify) .... $_____	.... _____	**% of total cost**
Total Cost: $40,000	 100	**% of total cost**

**How much of the cost would be incurred by your agency
from normal operating budgets (staff, equipment, etc.)?** ....$____0____   __0__ %

How much of the cost would be paid by requested State IT project funds? $40,000__   __100%

Provide the estimated project cost by fiscal year. FY 2002

Identify, list, and quantify all additional annual maintenance expenses (State $s) related to the project.

Response: Unknown

Identify, list, and quantify any other future additional expenses (State $s) related to the project.

Response: Unknown

ROI Financial Worksheet Directions (Attach Written Detail as Requested):

Annual Pre-Project Cost – Quantify, in written detail, all actual State government direct and indirect costs (personnel, support, equipment, etc.) associated with the activity, system or process prior to project implementation. This section should be completed only if State government costs are expected to be reduced as a result of project implementation.

Response: The functions are not currently performed and are needed. (See Section 1.B)

Annual Post-Project Cost – Quantify, in written detail, all estimated State government direct and indirect costs associated with activity, system or process after project implementation. This section should be completed only if State government costs are expected to be reduced as a result of project implementation.

Response: Unknown - This is a new system under development.

State Government Benefit – Subtract the total "Annual Post-Project Cost" from the total "Annual Pre-Project Cost." This section should be completed only if State government costs are expected to be reduced as a result of project implementation.

Response: N/A

Citizen Benefit – Quantify, in written detail, the estimated annual value of the project to Iowa citizens. This includes the "hard cost" value of avoiding expenses (hidden taxes) related to conducting business with State government. These expenses may be of a personal or business nature. They could be related to transportation, the time expended on or waiting for the manual processing of governmental paperwork such as licenses or applications, taking time off work, mailing, or other similar expenses.

Response: Savings of unknown dollars for Inmate Maintenance. Can be re-allocated for other uses.

Opportunity Value/Risk or Loss Avoidance Benefit – Quantify, in written detail, the estimated annual benefit to Iowa citizens or to State government. This could include such items as qualifying for additional matching funds, avoiding the loss of matching funds, avoiding program penalties/sanctions or interest charges, avoiding risks to health/security/safety, avoiding the consequences of not complying with State or federal laws, providing enhanced services, avoiding the consequences of not complying with enterprise technology standards, etc.

Response: $3,730,000 is the result of estimating ;the reduction of recidivism by 50% based on the latest numbers available. There were 373 cases in 1999 at an estimated cost of $20,000 / case / year. Formula for saving is: 373 cases **X** 50% reduction **X** $20,000 cost / Year = $3,730,000.

Total Annual Project Benefit – Add the values of all annual benefit categories.

Response: $3.73 M. First years benefit and will continue in the future years.

Total Annual Project Cost – **Quantify, in written detail, the estimated annual new cost necessary to implement and maintain the project including consulting fees, equipment retirement, ongoing expenses (i.e. labor, etc.), other technology (hardware, software and development), and any other specifically identifiable project related expense. In general, to calculate the annual hardware cost, divide the hardware and associated costs by <u>three (3)</u>, the useful life. In general, to calculate the annual software cost, divide the software and associated costs by <u>four (4)</u>, the useful life. This may require assigning consulting fees to hardware cost or to software cost. <u>A different useful life may be used if it</u> <u>can be documented</u>.**

Response: See Section 3, Budget and Funding.

Benefit / Cost Ratio – **Divide the "Total Annual Project Benefit" by the "Total Annual Project Cost." If the resulting figure is greater than one (1.00), then the annual project benefits exceed the annual project cost. If the resulting figure is less than one (1.00), then the annual project benefits are less than the annual project cost.**

Response: See ROI Worksheet.

ROI – **Subtract the "Total Annual Project Cost" from the "Total Annual Project Benefit" and divide by the amount of the requested State IT project funds**

Response: See ROI Worksheet.

Benefits Not Cost Related or Quantifiable – **List the project benefits and articulate, in written detail, why they (IT innovation, unique system application, utilization of new technology, hidden taxes, improving the quality of life, reducing the government hassle factor, meeting a strategic goal, etc.) are not cost related or quantifiable. Rate the importance of these benefits on a "1 – 10" basis, with "10" being of highest importance. Check the "Benefits Not Cost Related or Quantifiable" box in the applicable row.**

Response: N/A

ROI Financial Worksheet

IT Project Evaluation

Annual Pre-Project Cost - How You Perform The Function(s) Now	
FTE Cost (salary plus benefits):	N/A
Support Cost (i.e. office supplies, telephone, pagers, travel, etc.):	N/A
Other Cost (expense items other than FTEs & support costs, i.e. indirect costs if applicable, etc.):	N/A
A. Total Annual Pre-Project Cost:	0

Annual Post-Project Cost – How You Propose to Perform the Function(s)	
FTE Cost:	0
Support Cost (i.e. office supplies, telephone, pagers, travel, etc.):	0
Other Cost (expense items other than FTEs & support costs, i.e. indirect costs if applicable, etc.):	0
B. Total Annual Post-Project Cost:	0
State Government Benefit (= A-B):	N/A – New System

Annual Benefit Summary		
State Government Benefit:	0	
Citizen Benefit (including quantifiable "hidden taxes"):	Unknown	
Opportunity Value and Risk/Loss Avoidance Benefit:	$3,730,000	Reduced recidivism Goal (see Sect 2.2.A) and increased Public Safety as a result
C. Total Annual Project Benefit:	3,730,000	First year savings. Will continue in future years.
D. Total Annual Project Cost:	40,000	
Benefit / Cost Ratio (C / D):	93.25	
ROI (C – D / Requested State IT Project Funds):	9225%	

❑ **Benefits Not Cost Related or Quantifiable (including non-quantifiable "hidden taxes")**